DOCUMENT RESUME

ED 123 454 CE 007 200

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TITLE An Historical Perspective: The Adult Education Act 1964-1974.
INSTITUTION National Advisory Council on Adult Education, Washington, D. C.; National Association for Public Continuing and Adult Education, Washington, D.C.
PUB DATE Mar 76
NOTE 45p.

EDRS PRICE MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS Adult Basic Education; *Adult Education; Educational History; *Educational Legislation; *Federal Legislation; Federal Programs; Federal State Relationship; *Government Role; *Historical Reviews; Manpower Development; *State of the Art Reviews; State Programs

ABSTRACT

The document presents a broad overview of Federal involvement in adult education, provides basic information and a guide to primary source material regarding the Adult Education Act, 1964-1974, and suggests further research areas. An historical overview discusses the origins of the current Federal role in adult education through a brief chronological narrative focusing on three program categories which serve adults with less than a high school education: (1) education for civilian and government employees, (2) manpower development programs, and (3) programs to develop literacy and basic skills. The Economic Opportunity Act, 1964, and the Adult Education Act, 1966, with its 1968, 1970, 1972, and 1974 amendments, are examined separately in terms of: legislative history, purpose, definitions, grants to States, State plans and allotments, and other descriptive areas, where necessary. A summary of major revisions for the Adult Education Act reports revisions under the headings used in the legislation. Selected statistics for adult education State grant programs, aggregate United States, fiscal years 1965-1974, are tabulated. Topics for further inquiry regarding historical perspectives are suggested and an outline of selected events in the history of the Federal role in adult education traces activities from 1777 through 1969. (LH)

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An Historical Perspective

THE ADULT EDUCATION ACT 1964-1974

MARCH 1976

NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

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P.L. 91-230, Sec. 311(d), requires that the National Advisory Council on Adult Education undertake an evaluation of the administration and effectiveness of programs funded under the Adult Education Act. In June of 1975, the Council negotiated a contract with the National Association for Public Continuing and Adult Education to develop the evaluation design. This publication was written by Jessie K. Ulin, director of the evaluation design project, to provide background information and a guide to primary source material related to the legislative history of the Adult Education Act.

This report is published under provisions of P.L. 91-230 as amended -- The Adult Education Act, Section 311.

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Introduction

THE ADULT EDUCATION ACT 1964-1974:
AN HISTORICAL PERSPECTIVE

The two hundredth anniversary of our nation's founding is also the Bicentennial of federal involvement in adult education. Although the nature and extent of federal attention to the needs of adult learners has varied over this two hundred year period, the government, from its earliest days, has provided funds to establish, encourage, and expand programs to assist adults in overcoming those educational deficiencies that would hinder their productive and responsible participation in the life and growth of the nation.

The history has not been continuous. At times, federal efforts have been disjointed; at other times, they have overlapped. This report traces the roots of federal involvement in adult education in order to place the Adult Education Act in historical perspective. The purpose of this study is twofold:

1. To give the generalist a broad overview of the federal role in adult education and basic information about one major adult education enactment; and
2. To suggest to researchers some possible areas for further inquiry and to provide a guide to the primary source material related to the Adult Education Act.

In addition to its twofold purpose, this study is part of the Council's continuing effort to fulfill its pledge made in September 1971, in the Interim Report to the President, to embark on projects which would provide research, statistics, and information to the executive branch of government, the Congress, and the practicing adult educator.

Brent H. Gubler
Chairman

An Historical Overview

In examining the origins of the current federal role in adult education three broad program categories emerge:

1. education for government employees, both civilian and military;

2. manpower development programs; and

3. programs to develop literacy and basic skills.

The brief chronological narrative that follows will focus attention primarily on those activities within each of the three programming areas that were designed to serve adults functioning at an educational level of less than high school completion.

Education for Federal Employees

The earliest evidence of expenditure of federal funds for education of any kind was made in 1777 for the purpose of providing instruction in mathematics and military skills to soldiers of the Continental Army. This modest effort marks the beginning of federal attention to providing funds for the education of persons employed by the national government.

During the nineteenth century military special service schools were established. Today, a vastly expanded network of such schools provides training in all the skills necessary for a post-industrial military force.

Since World War I, the military service has played a leadership role in developing programs, curricular materials and special instructional

techniques for the education of illiterate adults. During World War II 300,000 illiterate men were inducted into the army and given a 90-day education program to bring their skills to at least the fourth grade level. A similar program, Project 100,000, was initiated in 1969. The methods, materials, and diagnostic techniques developed for these programs have been widely adopted by civilian adult basic education programs throughout the country.

The Department of Defense has also established general educational development programs to enable service personnel to attain at least high school completion, and to encourage participation in educational activities for self-improvement. There are approximately 300 Army Education Centers throughout the world.

The U. S. Armed Forces Institute, established in 1941 to provide educational opportunities for enlisted personnel, has been retained as a permanent peacetime educational activity. USAFI offers diagnostic testing, prehigh school and high school level courses (as well as courses at the college and technical level).

The General Educational Development (GED) tests in use throughout the United States were first developed by USAFI in cooperation with the American Council on Education. Millions of adults have earned GED equivalency certificates as a result of participating in the educational programs of the military services.

Although training activities were being provided to civil servants at least since the establishment of the Federal School for Engravers in 1879, there was no formal employee development policy until 1955 (Executive Order 9830).

Three years later, the Government Employees Training Act of 1958 formalized the procedures and funding patterns for providing educational services for government employees.

Programs for professional, administrative and technical employees were the initial focus of government training activities. However, Executive Order 11478 (1969) and P. L. 92-261 (1972), requiring affirmative action to insure equal employment opportunities within the federal service, encouraged the development of training programs to improve the educational and technical skills of employees at the lowest levels of the federal service to facilitate their advancement into more financially rewarding positions.

Manpower Development Programs

The grants of money and land that were made to territories and states for educational purposes in the period between the passage of the Ordinance of 1787 and the first Morrill Act (1862) did not delimit the educational services to be provided. The Morrill Act, which established the land-grant colleges, was the first major educational legislation in which the federal government specified the nature of the programs authorized to receive funds. The colleges established by the Act were to focus on developing professional and technical manpower in the fields of agriculture and mechanical arts. The passage of the Morrill Act stimulated immediate efforts to obtain federal support for vocational programs at the high school level. Pressure for such legislation culminated in the passage of the Smith-Hughes Act (1917). This legislation provided federal grants to be matched by state funds, to support occupational training in agriculture, home economics, trades and industries. Subsequent amendments authorized support for training in health occupations, in the fishery trades, in the technical skills required for national defense, and in office occupations.

During the depression of the 1930's, five employment-related educational programs were initiated: 1) the Federal Emergency Relief Act, which had components of adult education and vocational rehabilitation; 2) the Works Projects Administration, which provided literacy and citizenship education as well as academic education at the college level; 3) the National Youth Administration, which provided job skills training for unemployed youth; 4) the Civilian Conservation Corps, which provided young people with job training and employment; and 5) the Bureau of Apprenticeship, which was designed to stimulate training of workers in the building trades and later extended to other skilled occupations. Of these programs, only the Bureau of Apprenticeship remained in existence after economic recovery.

By the mid-1960's there were again powerful economic and social forces operating that resulted in legislative responses to previously neglected educational and training needs of those adults who were poor, unemployed, unskilled and undereducated. One of these was an economic recession, with unemployment rates climbing to the highest levels since the 1930's. The other major force was the civil rights movement, which demanded an end to social, political and economic discrimination and redress of the inequities suffered by its victims.

Initially, the programs that were established to stimulate economic growth focused attention on providing training to unemployed heads of households who had previous employment experience. The Area Redevelopment Act (1961) and the Manpower Development and Training Act (1962) sought to aid those persons whose unemployment was caused by geographic shifts in the demand for labor, and changes in skill requirements due to technological advances. These measures were not designed to be responsive to those who were chronically unemployed and lacked basic educational requirements for entry into training programs.

The 1963 amendment to the Manpower Development and Training Act contained specific provisions to meet the needs of these populations by providing funds for teaching basic educational skills to unemployed adults and out-of-school youth to prepare them for participation in skills training programs.

The 1968 Vocational Education Amendments, recognizing that many people were not able to participate in regular vocational education activities, authorized additional funds for programs specifically designed to assist persons with academic, socioeconomic, English language or other handicaps as well as for other adults who needed training or retraining to achieve stable employment or advancement.

Programs to Develop Literacy and Basic Skills

Federal funds for literacy programs were made available in 1918 with the passage of the Immigration and Nationality Act, which assists public schools in providing English language, history, government and citizenship programs for candidates for naturalization. The federal role in this activity is limited to providing candidates with information about the availability of programs and providing schools with textbooks and other curriculum materials.

The historic roots of basic educational skills programs for adults are more difficult to trace than those of employee development and manpower programs. This is due in part to the lack of general agreement about the meaning of the term "basic skills," and in part to the inclusion of basic education components in programs initiated for other purposes. The manpower and vocational education legislation described in the preceding section are examples of the latter situation.

The Smith-Lever Act (1914), which established the Cooperative Extension Service, is the first piece of major legislation requiring the matching of federal funds with state, local and/or institutional monies. Grants to states are provided for the purpose of helping people not enrolled in school to understand and utilize effective practices in farming, marketing, family living and community development. Programs are also available to assist adults in identifying and solving family and community problems. These services can appropriately be included in a listing of federally funded basic skills programs.

During the 1960's, Extension Service programs, which had previously focused attention on providing educational services to solve agricultural and rural problems, began to offer assistance to the urban poor and for the development of community resources in urban areas.

The Library Services Act (1956) brought public library programs to rural adults. The 1964 Library Services and Construction Act (amended in 1970) is of particular importance in the history of public adult education because the funds made available under these enactments stimulated the delivery of library services to economically and socially disadvantaged, handicapped, home-bound and institutionalized adults.

Although these programs, and those described in the earlier sections of this study, have served millions of Americans, millions more were excluded from participation. Some adults lacked the basic educational skills necessary for participation; others were excluded because of their age, their geographical location, their labor market status or because of a physical or mental handicap. Even the G. I. Bill (the Veterans Readjustment Benefits Act), which opened new educational

opportunities to many who were poor, was available only to those who were able to qualify for and enter military service.

In 1962, the Committee on Education and Labor, U. S. House of Representatives, conducted hearings on the need for categorical federal support for adult basic education. Two bills were then being considered that would have encouraged the development of state programs of adult basic education. In 1963, an Adult Basic Education Act was again proposed and defeated.

By 1964, although the general employment picture was improving disproportionately high concentrations of unemployment remained for Blacks, for non-English-speaking adults and for the undereducated. Neither manpower development and vocational education programs nor fiscal and monetary policies were effective in altering this situation. The Civil Rights Act (1964) and subsequent Executive Orders that prohibited discrimination in employment practices based on race, sex, age, religion or national origin still left large numbers of adults with limited educational attainment at a competitive disadvantage in the labor market, and with the inability to take advantage of other social services generally available to the better educated segments of society.

With the passage of the Economic Opportunity Act (1964), the Adult Basic Education Program was established. This program sought to remedy the inequities of educational disadvantage by offering persons 18 years of age and older the opportunity to develop reading, writing, language and arithmetic skills to enable them to obtain or retain employment and otherwise participate more fully as productive and responsible citizens.

The Office of Economic Opportunity provided funds to the U. S. Office of Education to administer the program until the Adult Education Act (1966) placed the program entirely within the U. S. Office of Education.

At present, adult basic and secondary level educational programs are established in each of the fifty states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands and the Virgin Islands. Funds are available to state and local education agencies to meet the costs of instruction, to employ and train qualified adult educators, and to develop specialized curriculum and techniques appropriate for adult learners.

Enrollments in programs funded under the Adult Education Act have increased from 37,991 in fiscal year 1965 to almost one million people served in fiscal year 1974.

The section that follows summarizes the provisions of this legislation from 1964 to 1974.

Adult Education Legislation: 1964-1974

ECONOMIC OPPORTUNITY ACT OF 1964

Title II, Part B, Adult Basic Education Programs

(P. L. 88-452)

Legislative History

S. 2642 introduced by Senator Patrick McNamara (Michigan) and 35 others and referred to the Committee on Labor and Public Welfare, March 16, 1964

Reported with amendments, Senate Report No. 1218, July 8, 1964

Supplemental Senate Report No. 1218, July 22, 1964

Debated in Senate, July 21-23, 1964

Amended and passed Senate, July 23, 1964

Amended and passed House (in lieu of H. R. 11377), House Report No. 1458, August 8, 1964

Senate concurs in House amendment, August 11, 1964

Signed by President Johnson, P. L. 88-452, August 20, 1964.

Purpose

It is the purpose of this legislation to initiate programs of instruction for persons 18 years old and older whose inability to read or write the English language constitutes a substantial impairment of their ability to obtain or retain employment.

Definitions

State educational agency: The state board of education or other agency primarily responsible for the state supervision of public elementary or secondary schools, or for adult education in public schools.

Local education agency: A public board of education or other public authority which has administrative control or direction of public elementary, secondary or adult schools of a political subdivision of a state.

Grants to States

The Director of the Office of Economic Opportunity was authorized to make grants to states to assist in:

-- the establishment of pilot projects by local education agencies to demonstrate, test or develop special materials or methods of instruction; to stimulate the development of local educational agency programs for instruction; to acquire information concerning the materials or methods needed for an effective program for raising adult basic educational skills;

-- meeting the cost of local educational agency programs for instruction of adults;

-- development or improvement of technical or supervisory services by the state educational agency.

State Plans

In order to receive funds, each state was required to submit a plan which was to provide for:

-- the administration of the program by the state educational agency;

-- submission of reports to the Director of the Office of Economic Opportunity regarding the adult program;

-- cooperative arrangements between the state educational agency and the state health authority to supply health information and services for participants in the program.

State Allotments

From the funds appropriated for this program, up to two per cent could be made available to Puerto Rico, Guam, American Samoa, and the Virgin Islands. The remainder of the appropriated money would then be distributed to the states on the basis of the relative number of persons 18 years old and older in each state who had completed no more than five grades of school or its equivalent. No state could receive less than $50,000 and each state's allotment could be proportionately reduced to reach this $50,000 base.

The federal share for the adult education program was set at 90 per cent for fiscal year 1966 and 50 per cent for fiscal year 1967.

PROGRAM INFORMATION P.L. 88-452
(ECONOMIC OPPORTUNITY ACT 1964)

	FY 1965	FY 1966
Appropriation: State Grant Program	$18,612,000*	$19,689,063
Number of Enrollments	37,991	377,660
Appropriation: Teacher Training	NA	1,055,000
Number of Staff Served	165	982
	*14,500,000 carried over to FY 1966	

ADULT EDUCATION ACT OF 1966

Title III of the 1966 Amendments to the
Elementary and Secondary Education Act
(P. L. 89-750)

Legislative History

H. R. 13161 introduced by Congressman Carl D. Perkins (Kentucky) and referred to the Committee on Education and Labor, March 1, 1966

Reported with amendments, House Report No. 1814, August 5, 1966

Supplemental Report, House Report No. 1814, Part 2, August 27, 1966

Made special order, House Resolution 1025, October 4, 1966

Debated in the House, October 5-6, 1966

Amended and passed the House, October 6, 1966

Amended and passed the Senate (in lieu of S. 3046) Senate Report No. 89-1674, October 7, 1966

House disagrees to Senate amendments and asks for a conference, October 10, 1966

Senate insists on its amendments and agrees to a conference, October 17, 1966

Conference report, House Report No. 2309, submitted in House and agreed to October 20, 1966

Conference report submitted in Senate and agreed to October 22, 1966

Signed by President Johnson, P. L. 89-750, November 3, 1966

Purpose

It is the purpose of this legislation to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.

Definitions

Adult: Any individual who has attained the age of eighteen.

Adult education: Services or instruction below the college level for adults who do not have a certificate of graduation from secondary school and are not currently enrolled in schools.

Adult basic education: Education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment, with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more profitable and productive employment, and to making them better able to meet their adult responsibilities.

Commissioner: The Commissioner of Education

Local education agency: A public board of education or other public authority which has administrative control or direction of public elementary, secondary or adult schools of a political subdivision of a state.

State: Includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

State education agency: The state board of education or other agency primarily responsible for the state supervision of public elementary and secondary schools, or of adult education in public schools.

Grants to States

Not less than 10 per cent nor more than 20 per cent of the sums appropriated were reserved for special demonstration projects and teacher training (described below).

From the remainder of the appropriated funds, no more than two per cent could be distributed among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

Each state then received an amount distributed in relation to the proportion of adults in the state who had completed five grades of school or less.

In order to receive funds, each state was required to submit a plan setting forth a program which provides for:

-- progress with respect to all segments of the adult population and all areas of the state;

-- the administration of the plan by the state educational agency;

-- cooperative arrangements between the state educational agency and the state health authority to make available health information and services for adults;

-- grants to public and private nonprofit agencies for special projects, teacher training and research; and

-- cooperation with community action programs, work experience programs, VISTA, work study and other programs relating to the anti-poverty effort.

Payments

The federal share for each state could be used to pay up to 90 per cent of the cost of establishing or expanding adult basic education programs. Non-federal expenditures for each year could be no less than the amount expended during the preceding year.

Special Experimental Demonstration Projects and Teacher Training

Not less than 10 per cent nor more than 20 per cent of the funds appropriated were reserved to the Commissioner to make special project grants or to provide teacher training grants to local educational agencies and other public or private nonprofit agencies. Special experimental demonstration projects and teacher training grants require a non-federal contribution of at least 10 per cent of the costs of such projects.

Special projects were defined as those involving the use of innovative methods, systems, materials, or programs of national significance or special value. Special project funds could also be used to carry out programs in cooperation with other federal, federally-assisted, state or local programs of unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with basic educational deficiencies.

Grants for training persons engaged, or preparing to engage, as personnel in adult education programs could be provided to colleges or universities, state or local educational agencies, or other appropriate public or private nonprofit agencies or organizations.

Stipends and allowances were authorized for persons undergoing training.

Advisory Committee on Adult Basic Education

The Commissioner of Education was designated the chairman of a National Advisory Committee on Adult Basic Education. Seven additional members were to be appointed by the President.

The Advisory Committee was given the following responsibilities:

-- to advise the Commissioner in the preparation of general regulations and policy matters relating to the administration of the Act, to the elimination of duplication and to the coordination of programs funded under this title with other adult education activities and services;

-- to review the administration and effectiveness of the adult basic education program and other federally supported adult education programs; and

-- to make annual reports to the President.

PROGRAM INFORMATION P. L. 89-750
(ADULT EDUCATION ACT 1966)

	FY 1967	FY 1968
Appropriation: State Grant Program	$26,280,000	$32,200,000
Number of Enrollments	388,935	455,730
Appropriation: Special Projects (Sec. 309b)	$ 1,520,162	$ 6,550,000
Number of Projects Funded	13	21
Appropriation: Teacher Training (Sec. 309c)	$ 1,399,838	$ 1,500,000
Number of Staff Trained	1,197	2,004

1968 AMENDMENTS TO THE ADULT EDUCATION ACT OF 1966

Title V of the 1968 Amendments to the
Elementary and Secondary Education Act and Related Amendments
(P. L. 90-247)

Legislative History

H. R. 7819, introduced by Congressman John Brademas (Indiana) and referred to the Committee on Education and Labor, April 3, 1967

Reported with amendment, House Report No. 185, May 11, 1967

Made Special Order, House Resolution, No. 444, May 22, 1967

Debated in House, May 22-24, 1967

Amended and passed the House, May 24, 1967

Referred to Senate Committee on Labor and Public Welfare, May 31, 1967

Reported with amendments, Senate Report No. 726, November 6, 1967

Debated in Senate, December 1-11, 1967

Amended and passed Senate, December 11, 1967

House disagrees to Senate amendments and requests a conference, December 11, 1967

Senate agrees to conference, December 12, 1967

Conference Report, House Report No. 1049, submitted in the House and agreed to December 15, 1967

Conference Report submitted in the Senate and agreed to December 15, 1967

Signed by President Johnson, P. L. 90-247, January 2, 1968

Revision of State Allotments

These amendments retained the allotment formula for distributing funds (see P. L. 89-750), and provided a base state allotment of $100,000 for each state. The federal share for adult education programs in the

Trust Territory of the Pacific Islands was set at 100 per cent. The 90 per cent federal and 10 per cent state funding ratio was retained for the other outlying areas and the states.

Eligible Grant Recipients

Private nonprofit agencies were added as eligible adult education grant recipients.

PROGRAM INFORMATION P. L. 90-247
(1968 Amendments)

	FY 1969	FY 1970
Appropriation: State Grant Program	$36,000,000	$40,000,000
Number of Enrollments	484,626	535,613
Appropriation: Special Projects (Sec. 309b)	$ 7,000,000	$ 7,900,000
Number of Projects Funded	28	41
Appropriation: Teacher Training (Sec. 309c)	$ 2,000,000	$ 2,000,000
Number of Staff Trained	1,587	1,727

1970 AMENDMENTS TO THE ADULT EDUCATION ACT OF 1966

Title III of the 1970 Amendments to the
Elementary and Secondary Education Act
(P. L. 91-230)

Legislative History

H. R. 514 introduced by Congressman Carl Perkins (Kentucky) and referred to the Committee on Education and Labor, January 3, 1969

Reported with amendments, House Report No. 114, March 24, 1969

Made Special Order, House Resolution 366, April 15, 1969

Debated in the House, April 21-22, 1969

Passed the House, April 23, 1969

Referred to the Senate Committee on Labor and Public Welfare, April 25, 1969

Reported with amendments, Senate Report No. 634, January 21, 1970

Debated in the Senate, February 4-19, 1970

Amended and passed the Senate, February 19, 1970

House disagrees to Senate amendments and asks for a conference, March 9, 1970

Senate agrees to a conference, March 9, 1970

Conference Report, House Report No. 937, submitted in Senate and agreed to March 24, 1 April 1970

Conference Report submitted in House and agreed to, April 7, 1970

Signed by President Nixon, P. L. 91-230, April 13, 1970

Revised Statement of Purpose

It is the purpose of this legislation to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and

make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Definitions

Three definitions were added to the legislation.

Adult: Any individual who has attained the age of sixteen.

Academic education: The theoretical, the liberal, the speculative, and classical subject matter found to compose the curriculum of the public secondary school.

Institution of higher education: Any institution as defined by section 801 (e) of the Elementary and Secondary Education Act of 1965.

Revision of State Allotments

These amendments revised the allotment formula for the distribution of federal funds. The two per cent set aside for Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands and the Virgin Islands was retained.

A base of $150,000 was then provided for each state.

From the remainder of appropriated funds, each state was allocated an amount based on the proportion of adults not enrolled in school and who do not have a certificate of graduation from secondary school.

Revision of State Plan Requirements

In addition to all previous requirements, these amendments provided that special emphasis be given to adult basic education programs except where such needs can be shown to have been met.

National Advisory Council on Adult Education

This legislation established a 15-member, Presidentially appointed, National Advisory Council on Adult Education. The chairman is to be elected by the Council from among the appointees. The responsibilities of the Council include:

-- advising the Commissioner in the preparation of general regulations;

-- advising the Commissioner with respect to policies and procedures governing state plans and policies to eliminate duplication;

-- advising the Commissioner with respect to coordination of programs offering adult education activities and services;

-- reviewing the administration and effectiveness of programs;

-- making annual reports to the President of findings and recommendations relating to adult education activities and services.

Appropriations Authorized

These amendments authorized an additional appropriation, not to exceed five per cent of the sums appropriated for programs, to pay the cost of administration and development of state plans and other activities required by the legislation.

PROGRAM INFORMATION P. L. 91-230
(1970 Amendments)

	FY 1971	FY 1972
Appropriation: State Grant Program	$44,875,000	$51,134,000
Number of Enrollments	620,922	820,514
Appropriation: Special Projects (Sec. 309b)	$ 6,639,984	$ 6,992,563
Number of Projects Funded	49	58
Appropriation: Teacher Training (Sec. 309c)	$ 3,360,016	$ 3,007,437
Number of Staff Trained	2,800	23,600

1972 AMENDMENTS TO THE ADULT EDUCATION ACT OF 1966

Title IV, Part C of the 1972 Amendments to the Elementary and Secondary Education Act
(P. L. 92-318)

Legislative History

S. 659 introduced by Senator Claiborne Pell (Rhode Island) and 13 others, and referred to the Committee on Labor and Public Welfare, February 8, 1971

Reported to the Senate, Senate Report No. 92-346, August 3, 1971

Debated in the Senate, August 4-6, 1971

Passed the Senate, August 6, 1971

Referred to the House Committee on Education and Labor, August 8, 1971

Passed the House with amendment in lieu of H. R. 7248, House Report No. 92-554, November 4, 1971

House requests conference, November 8, 1971

Reported to the Senate with an amendment, Senate Report No. 92-604, February 7, 1972

Debated in the Senate, February 22 - March 1, 1972

Senate agrees to House amendment, March 1, 1972

House requests a conference, March 8, 1972

Senate agrees to a conference, March 13, 1972

Conference Report, Senate Report No. 92-798, May 18, 1972

Conference Report agreed to in the Senate, May 24, 1972

Conference Report agreed to in the House, June 8, 1972

Signed by President Nixon, P. L. 92-318, June 23, 1972

Improvement of Educational Opportunities for Adult Indians

The 1972 amendments added a section authorizing grants to state and local educational agencies and to Indian tribes, institutions and

organizations to support planning, pilot and demonstration projects providing adult education for Indians. Funds were authorized to support:

-- programs to improve employment and educational opportunities for adult Indians;

-- programs of basic literacy and high school equivalency

-- research and development of innovative techniques for achieving literacy

-- basic surveys and evaluations of the problems of illiteracy and lack of high school completion on Indian reservations

-- dissemination of information and materials related to educational programs, services and resources available to Indian adults

Authorization of funds to carry out adult Indian education programs was set at $5,000,000 for fiscal year 1972; $8,000,000 for fiscal year 1973; and $8,000,000 for fiscal year 1974.

PROGRAM INFORMATION P. L. 92-318
(1972 Amendments)

	FY 1973	FY 1974
Appropriation: State Grant Program	$53,300,000	$53,485,000
Number of Enrollments	822,469	956,401
Appropriation: Special Projects (Sec. 309b)	$ 6,734,400	$ 7,000,000
Number of Projects Funded	55	50
Appropriation: Teacher Training (Sec. 309c)	$ 3,000,000	$ 3,000,000
Number of Staff Trained	23,500	25,405

1974 AMENDMENTS TO THE ADULT EDUCATION ACT OF 1966

Title VI, Part A of the 1974 Amendments to the
Elementary and Secondary Education Act
(P. L. 93-380)

Legislative History

H. R. 69 introduced by Congressman Carl Perkins (Kentucky) and referred to the Committee on Education and Labor, January 3, 1973

Reported with amendments, House Report No. 93-805, February 21, 1974

Debated in the House, March 12, 1974 and March 26, 1974

Passed in the House, March 27, 1974

Referred to the Senate Committee on Labor and Public Welfare, March 27, 1974

Debated in the Senate, May 8-16, 1974

Passed Senate in lieu of S. 1539, Senate Report No. 93-1026, May 20, 1974

Conference Report, House Report No. 93-1211, July 23, 1974

House agrees to Conference Report, July 24, 1974

Senate agrees to Conference Report, July 31, 1974

Signed by President Ford, P. L. 93-380, August 21, 1974

Definitions

The following definition was added to the legislation:

Community school program: A program in which a public building, including but not limited to a public elementary or secondary school or a community or junior college, is used as a community center operated in conjunction with other groups in the community, community

organizations and local governmental agencies, to provide educational, recreational, cultural, and other related community services in accordance with the needs, interests, and concerns of the community.

Revision of State Allotments

These amendments set the allotment for Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands at no more than one per cent of the appropriated funds. The distribution formula described in P. L. 91-230 is retained.

Revision of State Plan Requirements

These amendments add four new requirements to the content of state plans:

-- programs for institutionalized adults: no more than 20 per cent of state grant money may be used for such programs;

-- provisions for cooperation with manpower development and training programs, occupational education programs, and reading improvement programs;

-- allotment of not more than 20 per cent of state grant funds for adult secondary programs;

-- provisions for special assistance to the needs of persons of limited English-speaking ability, by providing bilingual adult education programs in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons.

Use of Funds for Special Experimental Demonstration Projects and Teacher Training

These amendments provide that 15 per cent of the state grant be used for special projects and for training persons engaged, or preparing to engage, as personnel in adult education programs.

Special projects for persons of limited English-speaking ability were added to this section under these amendments.

Clearinghouse on Adult Education

These amendments provide that the Commissioner establish and operate a clearinghouse to collect and disseminate information pertaining to:

-- the education of adults and adult education programs;

-- ways of coordinating adult education programs with manpower and other education programs;

The Commissioner is authorized to enter into contracts with public agencies or private organizations to operate the clearinghouse.

Special Projects for the Elderly

The Commissioner is authorized to make grants to state and local educational agencies or other public or private non-profit agencies for programs for elderly persons whose ability to speak and read the English language is limited and who live in an area with a

culture different than their own. Such programs shall be designed to equip elderly persons to deal successfully with the practical problems in their everyday life, including the making of purchases, meeting their transportation and housing needs, and complying with governmental requirements such as those for obtaining citizenship, public assistance and social security benefits, and housing.

In carrying out the program, the Commissioner shall consult with the Commissioner of the Administration on Aging for the purpose of coordinating programs with those authorized under the Older Americans Act of 1965.

State Advisory Councils

These amendments provide that state advisory councils be established and maintained. Membership is to include:

-- persons knowledgeable in the field of adult education;

-- representatives of the state educational agency or of local educational agencies;

-- persons who have received adult education training;

-- representatives of the general public.

A chairman is to be selected from the membership of the state advisory council. Responsibilities of the council include:

-- advising the state educational agency on the development and administration of the state plan;

-- advising the state educational agency on long-range planning and evaluation;

-- preparing an annual report of its recommendations to be submitted to the state educational agency and to the National Advisory Council on Adult Education;

-- conducting at least four meetings each year, including at least one public meeting.

National Advisory Council on Adult Education

These amendments provide for persons with special knowledge and experience in education for adults of limited English-speaking ability to be members of the National Advisory Council on Adult Education.

Authorization of Appropriations

Effective after June 30, 1974, grants to each state shall not be less than 90 per cent of the grants made in fiscal year 1973.

Summary of Major Revisions

ADULT EDUCATION ACT, 1966 - 1974

The major revisions in the Adult Education Act from 1966 to 1974 are reported in this section under the headings used in the legislation. The year and public law number has been included for each of the noted changes.

Statement of Purpose

P. L. 89-750 (1966): to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.

P. L. 91-230 (1970): to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive and responsible citizens.

Definitions

P. L. 89-750 (1966): Adult: any individual who has attained the age of eighteen.

P. L. 91-230 (1970): Adult: any individual who has attained the age of sixteen

P. L. 91-230 (1970): added definitions of academic education and institution of higher education

P. L. 93-380 (1974): added definition of community school program

Grants to States

P. L. 89-750 (1966): established a distribution formula based on the proportion of adults in the state who had completed five grades of school or less

P. L. 90-247 (1968): provided a base allotment of $100,000 for each state; federal share of the cost of programs in the Trust Territories of the Pacific Islands was set at 100 per cent

P. L. 91-230 (1970): provided a base allotment of $150,000 for each state; established a distribution formula based on the proportion of adults not enrolled in school and who do not have a certificate of graduation from secondary school; authorized an additional appropriation, not to exceed five per cent of the sums appropriated for programs to pay the cost of administration and development of the state plan

P. L. 93-380 (1974): reduced the allotment for Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands from two per cent to no more than one per cent of appropriated funds. The Commonwealth of Puerto Rico was defined as a state for the purposes of this section

Eligible Grant Recipients

P. L. 90-247 (1968): private nonprofit agencies were included as eligible grant recipients

Special Experimental Demonstration Projects and Teacher Training

P. L. 89-750 (1966): not less than 10 per cent nor more than 20 per cent of funds appropriated be reserved to the Commissioner to make special project grants or to provide teacher training grants

P. L. 93-380 (1974): 15 per cent of the state grant was to be used for special projects and for teacher training

State Plan Requirements

P. L. 91-230 (1970): provided that special emphasis be given to adult basic education programs

P. L. 93-380 (1974): four requirements were added:

-- programs for institutional adults
-- provisions for cooperation with manpower development and training programs, occupational education programs and reading improvement programs
-- not more than 20 per cent of state grant funds can be used for adult secondary programs
-- special assistance for persons of limited English-speaking ability by providing bilingual programs

National Advisory Council on Adult Education

P. L. 89-750 (1966): established an eight-member Advisory Committee on Adult Basic Education

P. L. 91-230 (1970): established a 15-member National Advisory Council on Adult Education

Improvement of Educational Opportunities for Adult Indians

P. L. 92-318 (1972): added a section authorizing programs for adult Indians

Clearinghouse on Adult Education

P. L. 93-380 (1974): authorized the establishment of a clearinghouse

Special Projects for the Elderly

P. L. 93-380 (1974): authorized special projects for the elderly

State Advisory Councils

P. L. 93-380 (1974): established state advisory councils

SELECTED STATISTICS OF ADULT EDUCATION STATE GRANT PROGRAMS AGGREGATE UNITED STATES, FISCAL YEARS 1965-1974

	TOTAL[1]	FY 1974[2]	FY 1973[2]	FY 1972	FY 1971	FY 1970	FY 1969	FY 1968	FY 1967	FY 1966	FY 1965
					(Amounts in Thousands of Dollars)						
FEDERAL FUNDS	$381,339	$76,346	$50,693	$49,693	$41,534	$37,992	$34,608	$29,337	$25,427	$32,562	$3,147
STATE AND LOCAL	132,493	22,903	20,126	17,371	15,322	12,461	11,686	9,574	8,334	9,919	4,797
TOTAL	$513,832	$99,249	$70,819	$67,064	$56,856	$50,453	$46,294	$38,911	$33,761	$42,481	$7,944
					NUMBER						
ENROLLMENTS	5,500,861	956,401	822,469	820,514	620,922	535,613	484,626	455,730	388,935	377,660	37,991
					PERCENT OF ANNUAL ENROLLMENT, BY SEX						
MALE	—	—	43	44	44	43	44	45	47	N/A	N/A
FEMALE	—	—	57	56	56	57	56	55	53	N/A	N/A
TOTAL	—	—	100	100	100	100	100	100	100	N/A	N/A
					PERCENT OF ANNUAL ENROLLMENT, BY AGE GROUP						
16-24	—	—	36	34	30	26[3]	24[3]	21[3]	18[3]	15[3]	N/A
25-34	—	—	27	27	27	27	26	26	24	26	N/A
35-44	—	—	18	19	21	24	25	25	28	27	N/A
45-54	—	—	11	12	13	13	15	16	19	20	N/A
55-64	—	—	5	5	6	7	7	8	8	10	N/A
65 & over	—	—	3	3	3	3	3	4	3	2	N/A
TOTAL	—	—	100	100	100	100	100	100	100	100	N/A

1 Includes District of Columbia and Outlying Areas Participating in the program each year

2 Estimated

3 Includes Only 18-24 Year Old Enrollees.

Source: Adult Basic Education Program Statistics, NCES. DHEW Publications No. (OE) 72-22 and No. (OE) 74-11413

Topics for Further Inquiry

IMPROVING THE HISTORICAL PERSPECTIVE

The Council believes that the retrospective call of a Bicentennial year offers a special incentive to reflect upon the forces that have shaped the present federal role in adult education.

Historical analysis is more than a chronological narrative of facts for the purpose of reconstructing and possessing our past. Rather, each generation of historians selects from the infinite number of past events those that they perceive to have importance for explaining present conditions and providing guides to future possibilities. Historical studies are not only chronicles of the past for the use of scholars, but documents that provide future generations with information about present values and perspectives.

The writing of the history of a political and cultural movement such as public adult education can never be finished. It is an ongoing process of explaining our past and ourselves.

The following topics are presented to stimulate research attention to some possible areas of historical inquiry:

-- a history of federal adult education legislation that would analyze the emergence of Congressional support for this program, the nature of the opposition, and the dynamics behind the compromises made.

-- an analysis of the relationship of the Adult Education Act to other federal legislation that supports adult education. The study might describe the similarities and differences among these programs in terms of their administrative patterns, funding levels, content, and

the populations served; as well as the rationale given by various advocates for the existence of this array of apparently similar programs.

-- a social history of federal involvement in adult education. The study might analyze the social forces and values that mobilized at various times in history to result in adult education becoming the remedy chosen to resolve problems.

-- a history of the National Advisory Council on Adult Education. The study might examine the conceptual basis and historical precedents for advisory councils; the functioning of the Council in relation to the executive and legislative branches of government and to various other client groups.

It is beyond the scope of this report to generate an exhaustive listing of the major issues for historical research in the field of adult education. Our purpose is to suggest that there are significant areas of scholarly inquiry yet to be explored.

Selected Dates of Historical Interest

This outline of selected events in the history of the federal role in adult education is presented to give the reader a general overview of activities and trends. Legislative and executive actions in support of educational services for adults functioning at levels of less than high school completion are listed by the date of their initial appearance, with no notation made for subsequent amendments.

1777 Instruction of soldiers of the Continental Army

1787 Northwest Ordinance providing that one section of land in the Territories be set aside for the support of schools

1803 Federal government gave one square mile to each township in Ohio for general educational purposes

1862 First Morrill Act establishing land-grant colleges

1867 Establishment of Committee on Education and Labor, U. S. House of Representatives

1867 Establishment of National Department of Education (now U. S. Office of Education)

1879 Establishment of Federal School for Engravers, earliest evidence of providing training for government employees

1914 Smith-Lever Act providing federal assistance for extension training in home economics and agriculture

1914 World War I testing program for recruits

1917 Smith-Hughes Act supporting vocational education

1918 Smith-Sears Act providing for retraining of veterans

1918 Federal Immigration and Naturalization Service established

1920 Smith-Bankhead Act providing vocational rehabilitation for civilians

1933 Works Projects Administration made federal funds available for literacy education, general adult education, parent education, workers education, vocational education and vocational rehabilitation

1934 Establishment of Bureau of Apprenticeship and Training

1940 Vocational Education for National Defense

1941 United States Armed Forces Institute (USAFI)

1943 Vocational Rehabilitation for Disabled Veterans of World War II

1944 Servicemen's Readjustment Act (G. I. Bill)

1952 Korean Veterans Readjustment Act

1953 Establishment of Department of Health, Education and Welfare

1954 Cooperative Research Act

1955 Executive Order 9830 providing for training of federal employees

1956 Library Services Act providing assistance for public library services in rural areas

1958 Government Employees Training Act

1958 National Defense Education Act providing assistance for research and experimentation in use of media for educational purposes

1959 Civil Defense Education Act

1961 Area Redevelopment Act

1961 White House Conference on Aging

1962 Manpower Development and Training Act

1964 Economic Opportunity Act

1966 Adult Education Act

1969 Department of Defense Project 100,000

1969 Executive Order 11478 requiring affirmative action to insure equal employment opportunities for federal employees

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